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The Corporation of the District of Saanich

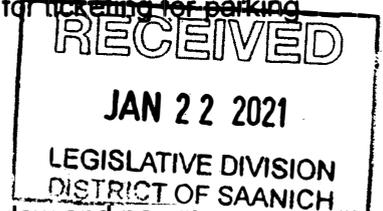
Report

To: Mayor and Council
From: Brent Reems, Director of Building, Bylaw, Licensing & Legal Services
Date: 1/22/2021
Subject: Bylaw and Parking Enforcement – Service Delivery Model

RECOMMENDATIONS

That Council endorse the following model for parking enforcement and direct staff to incorporate the funding requirements in the 2021 Financial Plan for implementation effective May 1, 2021:

- A. Responsibility for basic parking enforcement be transferred from the Saanich Police Department to the Bylaw Enforcement Section;
B. That the following staffing changes be made:
i. the Manager of Inspection Services position be split into two roles: Manager of Inspection Services (responsible for building inspections and inspections administration) and Manager of Bylaw and Licensing Services (responsible for bylaw enforcement, parking enforcement and business licensing);
ii. 3 Full Time Equivalent (FTE) new enforcement staff be hired as Level 1 Bylaw Enforcement Officers responsible for enforcing parking, Streets & Traffic Bylaw matters, Boulevard Bylaw matters and Parks Management and Control Bylaw matters;
iii. 0.5 FTE Bylaw Clerk be hired;
C. Parking enforcement services be provided during business hours and on evenings and weekends through the Bylaw Enforcement Section;
D. The Bylaw Notice Enforcement Ticketing system be implemented for ticketing for parking violations.



PURPOSE

The purpose of this report is to outline a new service delivery model for bylaw and parking enforcement for Council's consideration.

BACKGROUND

To further its goal of strengthening community well-being, Council included the following initiatives in its Strategic Plan, 2019-2023 that relate directly to bylaw enforcement in the District:

Initiative	Description	Timing
Reinforce and conduct ongoing reviews of bylaws, and review Saanich's bylaw enforcement approach.	Review processes used to update and reinforce bylaws, and continue to review approach to bylaw enforcement	Q2 2021
Review bylaw enforcement hours of operation	Complete a review of the bylaw enforcement implications associated with extending the hours of operations of bylaw enforcement staff to weekends	Q2 2021
Improve parking enforcement	In an effort to reduce operating costs, improve service delivery and cost recovery, Saanich Police will work with the District to research a better model for parking enforcement	TBD

The three initiatives involve interrelated policy and service delivery issues. The recommendations in this report are similarly connected: while they relate directly to the third initiative – improving parking enforcement – they also address the District's approach to bylaw enforcement generally and the review of bylaw enforcement hours of operation.

The recommendations also address Action 3D.4 of Council's Active Transportation Plan, *Ensure District Bylaws and Posted Speed Limits are Enforced*, which states the following:

A review of Saanich's Bylaws demonstrates that there are already significant regulations that support walking and cycling. This includes snow removal and prohibiting the obstruction of sidewalks and bicycle lanes. It is important that these Bylaws are enforced. This includes responding to public complaints and prioritizing the enforcement of the Bylaws through regular patrols. To ensure that Bylaws are enforced, Saanich will consider allocating additional resources to Police and Bylaw enforcement including hiring additional staff...

Current Parking Enforcement Service Delivery Model

To date, parking enforcement has been delivered by the Saanich Police Department ("SPD").

For the past 28 years, SPD has contracted parking enforcement work to one full-time Parking Enforcement Officer ("PEO") through Commissionaires Victoria. In January 2020, the most recent PEO working under contract with SPD retired. Since that time, the position has remained vacant due to recruitment challenges.

The PEO worked Monday to Friday from 7:00 a.m. to 3:00 p.m. The enforcement conducted by the PEO was a mix of complaint response and proactive patrol. There was no dedicated PEO on evenings, weekends or when the PEO had time off. Outside of business hours, Police Officers responded to parking complaints. Complaints were made over the phone through SPD's non-emergency line.

Parking issues in the District have increased substantially in recent years as a result of municipal growth and development, including an increase in the number of time-limited parking

zones and residential-only parking zones. SPD has advised that between 2013 and 2017, parking complaints increased by 484%.

Between January 2017 and November 2019, SPD received 4,566 parking complaints of which 37.8% were serviced by the PEO and 62.2% were left to Police Officers working in the Traffic Safety Unit and Patrol for response. SPD estimates that 1750 hours of police time were spent dealing with parking complaints over the past two years, not including supervisors' time in relation to inquiries and complaints and the administrative time associated with data entry, ticketing and collections.

The PEOs used an outdated method of ticketing that limits the ability to collect parking fine revenue if it is not voluntarily paid. While the District has the bylaw framework in place for the updated Bylaw Notice Enforcement Ticketing to be used in the parking ticket context, it has not been implemented due to the lack of staff capacity available to administer the system in accordance with the governing legislation.

In addition to parking enforcement, other violations of the District's Streets and Traffic Regulation Bylaw, 2002, No. 8382 are routinely forwarded to SPD for handling (such as obstructing a roadway or stopping in a bicycle lane). While the PEO was available to investigate some of these concerns – including concerns about parking and driving on boulevards – the primary focus of the PEO was parking contrary to signage.

In a briefing note dated January 20, 2020, the Chief Constable of SPD recommended that the primary responsibility for parking enforcement be removed from the Police Department and transferred to the Bylaw Enforcement section under a new program model that would improve enforcement, reduce labour costs and increase fine collection. The recommendation was based on several factors, including:

- a) the need for police to focus and prioritize resources on road safety initiatives over parking enforcement;
- b) the inefficient use of police resources from a cost benefit perspective;
- c) inefficiencies associated with fine collection;
- d) financial losses associated with the current parking enforcement program; and
- e) other municipal non-police low labour cost superior models where program revenues exceed expenses.

The briefing note is attached to this report as Appendix "A".

At present, parking complaints and enforcement activities continue to be managed by SPD with existing police resources. Parking complaints made through the non-emergency line are triaged based on their risk to public safety and the assessed need for immediate police response. In this framework, there are some delays in response to parking complaints and SPD's ability to conduct proactive traffic enforcement is limited.

Current Bylaw Enforcement Service Delivery Model

The Bylaw Enforcement Section is part of the Building, Bylaw and Licensing Division (the "Division") of the Building, Bylaw, Licensing and Legal Services Department.

The Division is comprised of four sections, which have previously all reported to the Manager, Inspection Services: Inspection Services, Inspections Administration, Bylaw Enforcement and Business Licensing.

There are four Bylaw Enforcement Officers (BEO), one Senior Bylaw Enforcement Officer and one Bylaw Clerk. Bylaw investigations are handled by the four BEOs, with oversight provided by the Senior BEO. The BEOs handle investigations related to all types of bylaws with three primary exceptions: parking complaints (which to date have been handled by SPD), Tree Protection Bylaw complaints (which are handled by staff in Parks, Recreation and Community Services) and Animal Control Bylaw complaints (which are handled by SPD's Animal Control Section).

Since the retirement of the Manager of Inspection Services in September of 2020, duties have been reassigned and the Manager position has been split into two acting roles: A/Manager of Inspection Services (responsible for Building Inspections and Inspection Administration) and A/Manager of Bylaw and Business Licensing Services (responsible for Bylaw Enforcement and Business Licensing).

Municipal Comparators

Staff reviewed the parking and bylaw enforcement service delivery models of seven municipalities of a similar size and character as the District in the preparation of this report. The review revealed the following:

- all of the municipal comparators deliver primary parking enforcement services through bylaw enforcement staff and not police;
- in some of the municipal comparators, parking enforcement is delivered by general bylaw enforcement staff that are tasked with covering all types of bylaw issues. In others, the work is divided by subject area with dedicated parking enforcement officers;
- in municipalities that offer combined enforcement (the same position delivering bylaw and parking enforcement services), the average ratio of full-time staff equivalents to population is approximately 1 officer per 11,700 residents. In those that have separated parking enforcement officers from bylaw enforcement officers, the average ratio is approximately 1 parking enforcement officer per 43,000 residents;
- all of the municipal comparators use internal staff to deliver parking enforcement services, not external contractors.
- all of the municipal comparators deliver parking enforcement services on evenings and weekends;
- all of the municipal comparators use the Bylaw Notice Enforcement ticketing system as the mechanism to issue parking tickets.

Options for Saanich

The options for Saanich are outlined below. The implications associated with the options are discussed in more detail in the Implications section of this Report.

Recommended Model – Option 1

- A. Responsibility for basic parking enforcement be transferred from the Saanich Police Department to the Bylaw Enforcement Section.
- B. That the following staffing changes be made:
 - i. the Manager of Inspection Services position be split into two roles: Manager of Inspection Services (responsible for building inspections and inspections administration) and Manager of Bylaw and Licensing Services (responsible for bylaw enforcement, parking enforcement and business licensing);

- ii. 3 FTE new enforcement staff be hired as Level 1 Bylaw Enforcement Officers responsible for enforcing parking, Streets & Traffic Bylaw matters, Boulevard Bylaw matters and Parks Management and Control Bylaw matters;
- iii. 0.5 FTE Bylaw Clerk be hired;
- C. Parking enforcement services be provided during business hours and on evenings and weekends through the Bylaw Enforcement Section;
- D. The Bylaw Notice Enforcement Ticketing system be implemented for ticketing for parking violations.

Option Two

- A. The same as the Recommended Model with the following modifications:
 - i. instead of hiring 3 enforcement officers to provide service throughout the week including evenings and weekends, hire 2 enforcement officers providing rotational coverage during business hours and evenings and weekends; and
 - ii. not hire a 0.5 FTE Bylaw Clerk and instead absorb additional administrative tasks in existing roles;
- B. Evaluate demand and ticket revenue on a yearly basis to determine if hiring additional parking enforcement officers could be supported.

Option Three

- A. Transfer the basic parking enforcement service from the Saanich Police Department to the Bylaw Enforcement Section;
- B. Retain a contracted Commissionaire to provide parking patrol and complaint response services during business hours Monday – Friday;
- C. Make no additional staffing changes;
- D. Continue to use the existing ticketing system.

ALTERNATIVES

1. That Council approve the recommendation outlined in this staff report.
2. That Council endorse Option Two and direct staff to incorporate the funding requirements in the 2021 Financial Plan with implementation effective May 1, 2021.
3. That Council endorse Option Three and direct staff to incorporate the funding requirements in the 2021 Financial Plan with implementation effective May 1, 2021.
4. That Council provide alternate direction to staff.

ENFORCEMENT/SERVICE DELIVERY IMPLICATIONS

Alternative 1

For the reasons outlined by the Chief Constable in the Briefing Note (Appendix "A"), continuing to operate the parking enforcement service through SPD is not sustainable.

Council's Strategic Initiative related to parking is to improve the service. The recommendation incorporates the following service delivery improvements:

1. Increased service delivery through the addition of internal staff;
2. Service delivery on evenings and weekends;
3. Transition from the outdated ticketing model to the Bylaw Notice Enforcement ticketing system.

Increasing service delivery through staffing

Parking enforcement services cannot be delivered through existing bylaw enforcement staff without significant negative impacts to the basic level of bylaw enforcement services currently provided.

The ratio of bylaw enforcement officers to residents in the District is 1 officer for every 24,000 citizens (approximately). Although all municipalities have slightly different service delivery models which makes direct comparison challenging, it is more common for municipalities the size of the District to have a ratio of approximately 1 officer per 11,700 residents. Applying this to the District would result in an addition of approximately 5 BEOs for a total of 10. The Bylaw Enforcement Section at the District is working to capacity and has no ability to simply take on parking enforcement services with the current staffing complement.

The recommendation proposes hiring 3 FTE staff as Bylaw Enforcement Officers, Level 1, to have responsibility for day-to-day parking patrol and complaint response. This proposed level of staffing is based on SPD complaint statistics and our review of the staffing levels in municipal comparators, which have an average ratio of approximately 1 parking officer per 43,000 residents. As is noted above, SPD has seen an increase of 484% in the number of parking complaints received over the past several years. Demand can no longer be adequately met by one parking enforcement officer.

The recommendation proposes the use of internal staff, rather than contractors. There are two primary reasons for this:

1. The experience of municipal comparators shows a higher level of service delivery, effectiveness and efficiency when delivered through internal staff. As noted above, all of our municipal comparators use internal staff for parking enforcement. Two of the comparators recently switched from a contractor model of parking enforcement to the use of internal staff. In both cases, the change was made because of recruitment difficulties and because internal staff could be used to support a broader range of enforcement tasks and responsibilities. Both municipalities saw service delivery levels increase following the transition.
2. The use of internal staff would enhance overall bylaw enforcement service delivery. The recommendation proposes the creation of a new category of bylaw enforcement officer that would be responsible for parking, Streets and Traffic Bylaw offences, Boulevard Regulation Bylaw matters and Parks Management and Control Bylaw matters. The additional matters could be handled without compromising the primary duty of parking patrol and complaint response. Having these additional matters handled by officers also responsible for parking would serve to:

- a. alleviate the workloads of existing BEOs on standard matters (such as boulevard bylaw complaints) freeing them up to focus on the more time-consuming and difficult investigative files;
- b. provide for a broader bylaw enforcement presence in the community on evenings and weekends, including a presence in District parks;
- c. increase service levels by allowing for the targeting of categories of complaint such as park patrol that have not historically been delivered through the Bylaw Enforcement Section in a focused or sustained manner;
- d. provide for more nimble and effective service delivery as the internal enforcement resources would be available to be allocated to priority enforcement issues or community concerns as they arise; and
- e. support Action 3D.4 of Council's Active Transportation Plan, *Ensure District Bylaws and Posted Speed Limits are Enforced*, and the safety and comfort of active transportation in the District as to date there has been limited capacity to proactively enforce safety concerns such as illegal parking on sidewalks, cycling facilities and within crosswalks. Providing patrol through internal staff will increase capacity for SPD's Patrol Division (primarily the Traffic Safety Unit) to conduct proactive enforcement in the areas of road safety with the greatest risks to public safety.

The Department is inadequately resourced to add a new category of enforcement officer for broadened service delivery in the absence of additional managerial capacity. The recommendation proposes splitting the current Manager of Inspection Services role into two positions: one responsible for the building inspection function and the other responsible for bylaw and parking enforcement and business licencing. As noted above, all functions have historically been the responsibility of the Manager of Inspection Services. As it stands, the breadth and scope of the position is large: the parking enforcement function – including the administrative oversight required by an updated ticketing system – could not be satisfactorily added to the workload of one combined manager.

In municipalities of the size and complexity of the District it is uncommon to combine oversight of the building inspection function with other regulatory enforcement services. While there is overlap in the two functions, the sophistication and level of expertise required in both areas have led municipalities to establish dedicated and separate managers for each. None of the municipal comparators that we reviewed deliver bylaw enforcement or parking enforcement services through a manager that is also responsible for building and construction regulation – all of the municipal comparators have managerial staff dedicated specifically to enforcement functions.

The division of the managerial role would increase service effectiveness not only for bylaw enforcement and business licensing but also for building inspections. The building inspection service is highly specialized and requires an increasing level of in-depth knowledge, skills and abilities, particularly in relation to the new requirements of the provincial *Building Act* which establishes mandatory standards and qualifications for those working in the area. A dedicated manager for the building function positions the District to continue to deliver the service at a high level and minimize risks and corporate liability that can often arise in the context of building regulation and oversight.

Since the retirement of the Manager of Inspection Services in September of 2020, the managerial roles have been split on these lines on a temporary basis. The opportunities

presented by the restructure have been evident throughout this temporary period. Organizational capacity in both service areas has increased which benefits not only current service delivery but also enhances the District's ability to consider, pursue and plan for future opportunities, such as the regulation of short-term vacation rentals and a licensing program for rental housing.

In addition, it is recommended that a 0.5 FTE Bylaw Clerk be hired. The District currently has one Bylaw Clerk. The Clerk is working to capacity supporting the work of Bylaw Enforcement Officers and responding to public phone calls, emails and counter enquiries about bylaw issues throughout the District and has little ability to simply absorb the additional administrative work that will arise with the addition of new enforcement staff and the need to respond to a high volume of complaints involving a new service area.

The new Clerk position would be responsible for supporting the work of Bylaw Enforcement Officers generally, but would also be responsible for maintaining the Bylaw Notice registry and adjudication system and process, coordinating letters and correspondence related to parking complaints, enforcement and tickets and taking public phone calls and responding to public complaints related to parking.

Service Delivery on Evenings and Weekends

SPD statistics indicate that over 64% of parking complaints come in outside of the hours that the parking officer traditionally worked (M-F, 7:00 a.m. to 3:00 p.m.). Providing coverage outside of these hours would limit police involvement with routine parking complaints, which has two primary benefits: parking enforcement can be provided at a lower cost to the District and police would not be taken away from core policing duties.

As is noted above, it is standard across municipal comparators to provide parking enforcement coverage on evenings and weekends.

As is also noted above, providing evening and weekend coverage through internal staff also benefits general bylaw enforcement delivery by providing for enforcement of other categories of bylaws and by having staff available to be allocated to priority issues or community concerns as they arise during non-business hours (within the scope of the Level 1 BEO duties).

Updated Ticketing System

Upgrades to the current system are required. There is no legislative mechanism to have the current Parking Offence Notices (PON tickets) enforced in court or collected through an agency if they are not paid. This places practical limits on the amount of parking ticket revenue that is capable of being collected, particularly in a situation that would see increased enforcement and ticketing. There is also a negative reputational impact to the District in continuing to use a system that is outdated and not supported by the current provincial statutory framework.

The Bylaw Notice Enforcement system is used by all of the municipal comparators to issue parking tickets. While the District recently adopted the bylaw framework necessary to begin using the system, it is not equipped to use it on a wide scale with the current staffing complement. The model requires establishing a registry to track tickets and an adjudication process that relies on Screening Officer positions to provide initial ticket dispute resolution decisions to complainants.

As is indicated above, administration of the system would be supported by the .5 FTE Bylaw Clerk and the Manager of Bylaw & Licensing Services. The Clerk would assist with day-to-day administration and the Manager would act as a Screening Officer, which is a key role in handling and resolving disputed tickets.

Alternative 2

The enforcement implications noted above also apply to the second alternative. Under this option, there would be one less FTE resource available to provide enforcement coverage. There would also not be an additional 0.5 FTE Bylaw Clerk hired.

With the reduction in officer hours, there would be a corresponding reduction in service delivery levels and effectiveness.

Without an additional 0.5 FTE Clerk, communication with the public on parking matters would not be as effective, and service delivery would be hampered as officers would have to take on a greater share of administrative tasks. Lack of additional clerk resources would also put a greater strain on existing administrative support staff as they would be faced with absorbing some additional tasks as a result of the changed service delivery model.

Alternative 3

This option is to take the existing model and move it from SPD to the Bylaw Enforcement Section. In the absence of changing the managerial structure, the hiring and supervising of additional enforcement contractors could not be accommodated. Nor could implementing the Bylaw Notice Enforcement ticketing system, as the system requires oversight (as outlined above).

This option would not be a service level increase or improvement. While it would remove basic administration of the system from SPD, it would not drastically reduce the existing burden of police officers to triage and respond to parking calls outside of working hours. While limited proactive patrol services could be provided, the broader range of Streets and Traffic enforcement activities – including consistent support for the Active Transportation Plan boulevard parking enforcement – could not be accommodated. In addition, the contractor model would not enhance general bylaw enforcement delivery, as contractors would not be positioned to assist with boulevard or park patrol matters.

COMMUNITY IMPLICATIONS

Due to SPD's recent recruitment difficulties, there has not been active parking patrol in the District for most of 2020. When the role was filled, the primary focus was patrolling parking infractions contrary to signage during business hours. Other categories of parking or Street and Traffic Bylaw offences – such as parking on boulevards or partially on sidewalks or in bike lanes – were not given direct or sustained enforcement attention.

The current community expectation or standard is that there is limited active parking enforcement in the District. Implementation of the recommended model would bring immediate change. While for some this would be welcome, there are undoubtedly others in the community that favor a more lenient approach. While the impacts of change can be lessened through the use of community messaging and ongoing education and awareness employed by enforcement

officers, it is likely that adoption of the recommended model will generate some attention and possibly criticism from those that favor a more permissive model.

There are also some neighbourhoods that will be impacted more directly than others if certain types of infractions – such as boulevard parking – were enforced more regularly or consistently than has historically been the case. In general, enforcement staff would first use education and awareness (through mechanisms such as warning tickets or notice letters) when responding to concerns that would have a broader neighbourhood or community impact. Enforcement staff would also work closely with staff in the Engineering Department to ensure that enforcement activity supports the underlying policy objectives of the District's Streets and Traffic bylaw requirements and a consistent approach with regard to use of this public space. It is yet to be determined the scale of impact but resources may be needed within Engineering Department to provide support to this model.

FINANCIAL IMPLICATIONS

The financial implications of the three alternatives presented are provided in comparative format in the table on page 11 of this report.

Alternative 1

The projected revenue estimate is based on three officers each issuing 2327 tickets in a year (the five-year average number of tickets issued by SPD's PEO) with a collection rate of approximately 68% of tickets written (which is the historic percentage of tickets voluntarily paid). Officers may have capacity to write more tickets than the historic average; in 2019, for example, 4145 tickets were issued primarily by one enforcement officer. It remains to be seen whether there are enough parking infractions throughout the municipality to sustain three officers issuing tickets at the 5-year average rate.

Introduction of the Bylaw Notice Enforcement ticketing system is an opportunity to collect on a higher percentage of tickets issued, thereby increasing the revenue received. In addition, the estimates are based on a \$25 parking ticket, which is currently the standard payment amount set out in the Streets and Traffic Bylaw for a parking offence. There is also an opportunity to review the parking ticket amount and make adjustments in consideration of inflation, alignment with other communities and an assessment of deterrence and enforcement objectives (the City of Delta, for example, has a base fine for most parking offences of \$75).

While parking enforcement does generate revenue for most municipalities, our communications with staff from municipal comparators indicated that the service does not operate on a cost-recovery basis in communities that are more suburban and rural in character, like the District. There are much broader revenue opportunities in urban municipalities, such as Victoria, that have significant amounts of timed parking with high parking turnover and occupancy rates.

As the District has not operated the parking enforcement service on a level beyond one PEO working during business hours, the exact scope of the opportunity for revenue generation with three enforcement officers is uncertain. It is also important to note, however, that with the recommended model, the District would be increasing capacity well beyond parking enforcement. The added managerial and clerk resources will impact other key service delivery areas (as outlined above) and will position the District to deliver on future regulatory and enforcement priorities that Council may direct.

The one-time expenses include a ticketing module for the Tempest system. Tempest is the software system used to track offences, tickets and collections. The ticketing module would allow officers to write and print tickets electronically in the field with a handheld device and the ticket information would automatically be uploaded into the Tempest system. Without the module, officers would write tickets by hand and the tickets would then have to be entered manually into the Tempest system once they returned to the office. The module is also foundational to moving towards online ticket payment – a more accessible and immediate payment system would likely increase the amount of tickets voluntarily paid.

The cost of new electric vehicles is also included as a one-time cost. There is not a vehicle available for transfer from SPD as the vehicle previously used by the Parking Enforcement Officer was recently retired.

Alternative 2

There are less operating and capital expenses in Alternative 2 that are a result of hiring one less Bylaw Enforcement Officer 1 FTE and the removal of the 0.5 FTE Bylaw Clerk. Less revenue is projected as there will be one less officer to issue parking tickets.

Alternative 3

In this scenario, the estimated revenue is based on the same per-officer collection figure as the first two alternatives. In this model, however, the Bylaw Notice Enforcement system would not be implemented due to lack of staff capacity to administer it in accordance with legislation. Over time, the ability to continue to collect revenue at this level would likely be challenged by the continued use of the outdated voluntary ticket model.

While the model shows net revenue of \$9,420, there would be indirect resource implications associated with its use. While the contracted parking officer could receive calls during the hours of work, there would be a large percentage of calls that would require communication and follow-up outside of the hours worked, which would likely fall to police staff or existing bylaw staff, and would take away from the duties performed by those staff members. Ticket disputes, for example, would continue to arise, and these would fall to the Manager of Inspection Services to process and resolve, which would have to be absorbed into the current work of managing the building inspection, bylaw and business licensing functions. Given the existing scope of role, the ability to respond effectively to complaints and issues would be limited.

Bylaw and Parking Enforcement Service Delivery Alternatives			
	ALT #1	ALT #2	ALT #3
Revenue - Parking Tickets	(120,000)	(80,000)	(40,000)
Reduction in Police Dept Budget	(17,020)	(17,020)	(17,020)
Revenue/budget reduction	(137,020)	(97,020)	(57,720)
Manager - Bylaw & Licencing			
Net additional labour cost	76,498	76,498	
Other expenses	1,300	1,300	
One time - computer	1,500	1,500	
Bylaw Enforcement Officers			
Additional labour cost	237,505	158,336	
Other expenses	2,400	1,600	
One time computer	4,500	3,000	
Bylaw Clerk			
Additional labour cost	36,720		
Other expenses	200		
One time - Office Equipment	2,000		
One time - computer	1,500		
Vehicle expenses			
Annual operating & replacement	18,900	12,600	6,300
Commissioner			35,000
Other expenses			7,000
Expenses	383,022	254,834	48,300
Net Budget Increase (Decrease)	\$ 246,002	\$ 157,814	\$ (9,420)
Capital			
3 Electric Vehicles	150,000	100,000	50,000
Parking ticket module implementation	50,000	50,000	50,000
New capital requirements	\$ 200,000	\$ 150,000	\$ 100,000

STRATEGIC PLAN IMPLICATIONS

The recommendation supports the Strategic Plan initiative of improving parking enforcement in the District.

It also addresses the initiative of reviewing bylaw enforcement hours of operation by providing for a bylaw enforcement presence in the District outside of business hours.

In addition, the recommendation provides benefits to bylaw enforcement services generally, by adding capacity for officers that manage parking offences to also address other categories of bylaw complaints in the District, which will increase effectiveness and also position the Division

to promptly and efficiently respond to community concerns and priority enforcement matters as they arise.

CONCLUSION

It is recommended that the parking enforcement function be transferred from the Saanich Police Department to the Bylaw Enforcement Section on the model outlined in Alternative 1 effective May 1, 2021 in order to support the Strategic Plan Initiative of improving parking enforcement in the District.

Prepared by 
Brent Reems
Director of Building, Bylaw, Licensing
and Legal Services

cc: Scott Green, Chief Constable, Saanich Police Department
Harley Machielse, Director of Engineering
Valla Tinney, Director of Finance

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Building, Bylaw, Licensing and Legal Services.


Paul Thorkelsson, Chief Administrative
Officer



SAANICH POLICE DEPARTMENT BRIEFING NOTE

DATE: January 20, 2020

PREPARED FOR: Mayor F. Haynes

ISSUE: Parking Enforcement Program – Inefficient Use of Police Resources

BACKGROUND

At the request of Mayor Haynes, Chief Green has authored this Briefing Note. The purpose is to further discussion in relation to the inefficient use of police resources to deliver the Parking Enforcement Program, and the need to transfer the program to Bylaw Enforcement to improve program delivery and return on investment.

During the 2019-2023 Strategic Planning process, Council expressed a desire for "Proactive Parking Enforcement", and discussion occurred within the context of how that could be achieved. As part of that discussion, Chief Green expressed concerns in relation to police continuing to have primary responsibility for the municipal Parking Enforcement Program due to several factors including the following: a) the need for police to focus and prioritize resources on road safety initiatives over parking enforcement; b) the inefficient use of police resources from a cost benefit perspective; c) inefficiencies associated to fine collection; d) financial losses associated to the current parking enforcement program; and e) other municipal non-police low labour cost superior models where program revenues exceed expenses.

DISCUSSION

The Saanich Police Department (SPD) is currently responsible for responding to parking complaints and enforcing the *Streets and Traffic Regulation Bylaw*. Part of that duty is performed by the Parking Enforcement Officer (PEO); an employee contracted through the Commissionaires. The PEO works Monday - Friday from 7am to 3pm with no relief for the position during evenings, weekends, scheduled leave, or illness.

Outside of those hours of work, the SPD Traffic Safety Unit and Patrol respond to all parking complaints. To set some context, between 2013 and 2017 parking complaints increased by 484% and from January 2017 to November 2019, the SPD received 4,566 parking complaints of which 37.8% were serviced by the PEO and 62.2% were serviced by police officers working in TSU and Patrol. Staff calculated that during the last two years over 1,750 hours of police time was spent dealing with parking complaints and enforcing a Bylaw that is problematic (i.e. revision is needed to improve fine collection and program cost recovery). The inefficient use of TSU and Patrol to respond to parking complaints is further exacerbated by the time required by police supervisors to manage and respond to inquiries and complaints from citizens who are

issued a Parking Offence Notice (PON). In addition to the police supervisor's time, there is also administrative time required for data entry, preparing and mailing out collection letters, and related administration undertaken by both the police department and District staff for a \$20 parking ticket that may or may not be paid by the public. If the fine is not paid within 7 days, it increases to a maximum of \$30 but, if it remains unpaid, no collection efforts occur and nothing is done.

It is also worth noting that the Parking Enforcement Program in Saanich runs at a loss as expenses exceed revenues, whereas in the City of Victoria over \$3 million in parking fine revenue is generated annually.

Other municipalities operate well-staffed parking enforcement programs that do not involve police, but in Saanich the police department is solely responsible for responding to parking complaints and enforcement, including the utilization of front line police resources and supervisors. Other municipalities utilize Bylaw and dedicated parking enforcement sections. Their fines and collection methods are also more robust and labour models are more cost effective than utilizing police. The following represents a few examples of how parking enforcement is managed in other municipalities:

City of Victoria - parking ambassadors (city employees), 8am-10:30pm daily.

City of Abbotsford - parking ambassador & bylaw officers, 8am-6pm daily.

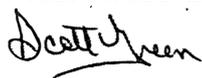
City of West Vancouver - bylaw officers; 8am-8pm daily.

As stated previously, the City of Victoria generates over \$3 million a year in parking fine revenue. By comparison, in 2018 the District of Saanich collected \$32,000 in parking fine revenue but the cost to run the program, combined with police time spent on responding to parking complaints, conservatively resulted in over \$100,000 in operating costs, and net loss of \$68,000 or more.

RECOMMENDATION

That the primary responsibility for parking enforcement be removed from the police department and transferred to Bylaw Enforcement under a new Parking Enforcement Program model that improves enforcement, reduces labour costs, and increases fine collection similar to programs like those in the City of Victoria, Abbotsford, and West Vancouver.

PREPARED BY:



Scott Green, Deputy Chief #312
Saanich Police Department